

**Commonwealth of Virginia Emergency Operations Plan  
Emergency Support Function #5**

**Emergency Support Function – No. 5  
EMERGENCY MANAGEMENT**

**Primary Agency:**

Virginia Department of Emergency  
Management (VDEM)

**Support Agencies:**

- Department of Environmental Quality (DEQ)
- Virginia Department of Forestry (VDOT)
- Department of Military Affairs (DMA)
- Virginia State Police (VSP)

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**Purpose**

Emergency Support Function (ESF) #5 – Emergency Management is responsible for supporting overall activities of the Commonwealth of Virginia for incident management. ESF #5 provides the core management and administrative functions in support of the Virginia Emergency Operations Center (VEOC) and associated field operations.

ESF #5 facilitates requests for Federal assistance and coordination of cost-shared recovery programs. Throughout an incident ESF #7, with assistance from ESF #14, coordinates resource acquisition and management to include allocation and tracking, worker safety and health, facilities management, financial management, and other support as required.

**Scope**

ESF #5 serves as the support ESF for all state agencies and supporting organizations across the spectrum of incident management. ESF #5 facilitates information flow in the pre-incident phase in order to place assets on alert or to preposition assets for quick response. During the post-incident response phase, ESF #5 transitions and is responsible for support and planning functions. ESF #5 activities include those functions that are critical to support and facilitate multi-agency planning and coordination for all-hazards operations involving potential and actual threats or incidents. This includes alert and notification, staffing or staff augmentation, deployment of emergency response teams, incident action planning, coordination of operations, logistics and material, direction and control, and information management.

To transition from response to recovery, ESF #14 coordinates assessment of damages and analysis of impact. If impact is severe,

**Mission**

During normal operations, it is the mission of VDEM to establish an Emergency Operations Center (VEOC) from which the Governor, or his designee, can Coordinate and direct emergency operations statewide. Detailed procedures for VEOC operations have been developed and maintained by the Operations Division of VDEM. An ongoing training program is provided for the Virginia Emergency Response Team (VERT) staff.

In time of emergency, the VEOC missions are (1) to provide a centralized location for state government direction and coordination of response and recovery operations, and (2) to help the Governor, or designee, to formulate policy, establish priorities, collect and analyze information, produce the required reports, and monitor the implementation of state and local emergency operations plans.

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#### Policies

- ESF #5 is responsible for facilitating the establishment of the statewide support infrastructure within local governments and regions in anticipation of requirements for prevention, response, and recovery operations.
- Resource allocation and taskings are coordinated through ESF #5 using the authorized mission assignment process and other procedures outlined in the Basic Plan and appropriate support annexes.
- ESF #5 staff identifies and resolves resource allocation issues identified in the VEOC or other command or operational sites.
- ESF #5 staff provides the informational link for VEOC operations and serves as the centralized conduit for the receipt and analysis of Local Situation Reports.
- State agencies participate in the planning process coordinated by ESF #5.
- ESF #5 provides the personnel to staff key VERT positions.
- In conjunction with ESF #15 and ESF #14, ESF #5 staff establishes required field facilities, supplies, and equipment to support state activities related to incident management. These facilities may include but are not limited to the Joint Information Center (JIC), mobilization centers, a Joint Field Office (JFO) and Disaster Recovery Centers.
- ESF #5 staff supports the implementation of mutual aid agreements to ensure a seamless resource response to affected localities.
- ESF #5 maintains a workforce of trained and skilled reserve employees to provide surge capability to perform essential emergency management functions on short notice and for varied duration.

#### Concept of Operations

##### A. General

ESF #5 provides a trained and experienced staff to fill management positions in the Command, Operations, Planning, Logistics, and Finance and Administration Sections of the VERT response and recovery organization.

**Organizational Structure:** ESF #5 is organized in accordance with the National Incident Management System (NIMS) to provide support to the general staff functions described below:

**Command Support:** ESF #5 supports the command function by providing to senior staff planning capabilities, information, administrative, logistics, as well as financial support for response and recovery.

**Operations:** ESF #5 provides staff for the Operations Section Chief and Operations Section Deputy Chief. The Operations Chief coordinates the other Emergency Support Functions; processes requests for assistance; initiates and manages the mission assignment; and coordinates the State Warning Point.

**Planning:** ESF #5 provides the Planning Section Chief and Unit Leaders for the Situation, Plans, Documentation and Technical Specialist branches. ESF #5 coordinates the collection, evaluation, dissemination, and use of information regarding incident potential, response and recovery actions and the status of resources. The Planning Section is responsible for the

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Coordination Action Planning process. This includes preparing and documenting priorities; establishing the operational period and tempo; and developing contingency, long-term, demobilization, and other plans related to the incident, as needed.

**Logistics:** ESF #5 provides staff for the Logistics Section Chief to manage the control and accountability of supplies and equipment; resource ordering; delivery of equipment, supplies, and services; resource tracking; facility location and operations; transportation coordination; and information technology systems services and other administrative services. The Logistics Section coordinates closely with ESF #7 – Resource Support and implements the Logistics Management Support Annex.

**Finance/Administration:** ESF #5 provides staff for the Finance and Administration Section Chief to monitor funding requirements and incident costs. The Finance/Administration Section is responsible for employee services, including security for personnel, facilities, and assets. The Finance/Administration Section implements the Financial Management Annex.

#### B. Specific

In addition to being the coordination center during emergency situations, the VEOC also serves as the 24-hour warning point for state government during routine operations. On a daily basis, it handles calls and requests for assistance to support hazardous materials incidents, search and rescue missions, and other day-to-day emergency situations. Whenever local governments have an emergency situation that is beyond their capability or expertise, they can call the VEOC for assistance. A separately published SOP for Normal Operations is maintained for such normal or day-to-day operations.

The VEOC must respond quickly and effectively to developing events. When a potential or threatening condition is first detected, increased readiness actions may be implemented, to include staff augmentation and situation reports.

In the event of an emergency or major disaster situation, the VEOC will be staffed with pre-designated and trained personnel from other VDEM divisions, other state agencies, and from voluntary and private-sector organizations. A series of VERT Standard Operating Procedures (SOPs) to cover all VEOC and VERT operations is coordinated and maintained by the Operations Division of VDEM.

A VDEM regional coordinator or hazardous materials officer may be dispatched to any city or county threatened by or experiencing an emergency or major disaster. They will serve as a state/local liaison officer to the VEOC and will provide an ongoing assessment of the situation in that location.

VDEM Mobile Assets will be dispatched, as needed, for on scene emergency or communications support according to VERT SOP(s).

After the impact of a major disaster, if local government is unable to provide the needed situation reports and if critical needs are known to exist, the VEOC may deploy assessment teams to the impacted area. The teams will merge with federal assessment teams, if appropriate, and will be deployed via aircraft or land transport to assess immediate emergency services needs, human services needs (food, water, health/medical, housing) and essential infrastructure restoration needs (utility systems, communications, and transportation). An assessment is ideally accomplished within 24 hours after the initial emergency to identify those emergency actions needed immediately to preserve life and property. Other state, local,

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and volunteer organizations will also provide support to accomplish this task.

In the event of a major disaster in Virginia, non-impacted cities and counties will be encouraged to keep their EOC's in operation and help to maintain a statewide system for emergency operations, to assist in mutual aid and resource support.

If the emergency or major disaster is beyond the capabilities of the state to respond, ESF #5 will assist the Governor in preparing a request for federal assistance. The VEOC will contact FEMA Region III in Philadelphia to alert them that the Governor will be submitting a formal request for federal assistance. If FEMA personnel have already been deployed to the VEOC, they may expedite the coordination of the Governor's request.

As the operation progresses from the pre-incident phase through response and into recovery, ESF #5 continues to provide immediate, short-term, and long-term planning functions in coordination with the other ESFs engaged in the operation and with those who are operating under agency statutory authorities.

During recovery operations, the major activity may shift to a forward location near the impacted area in order to be more responsive to the immediate needs of the state and federal agencies working in direct support of local recovery needs. When this occurs, previously designated staff from VDEM and other state and volunteer agencies will deploy to the forward operating location that is usually located in the Joint Field Office (JFO). As the JFO staff assumes responsibility for recovery operations, the VEOC staff will be scaled down accordingly.

In order to assure the operational capability of the State EOC, periodic tests and exercises will be conducted to test the validity of plans and procedures, to provide

training for the VEOC and VERT staff, and to test the adequacy of facilities and equipment. An after-action report identifying specific corrective actions will be prepared and incorporated after each exercise.

### **Responsibilities**

#### **Primary Agency: VDEM:**

1. Activates and directs statewide assets and capabilities to prepare for and respond to the incident or hazard and coordinates local governments and other appropriate entities.
2. Coordinates planning activities including immediate, short-term, and long-range planning. The response planning and operations implementation priorities are developed, tracked, and implemented through ESF #5.
3. Coordinates reconnaissance operations, activation and deployment of assessment personnel or teams, and Geographic Information System (GIS) support needed for incident management.
4. Coordinates overall VERT, ESF and, through ESF #14, JFO staffing at appropriate facilities and identification of key personnel required to staff the Section Chief and other command staff positions.

### **Support Agencies**

Support agencies' and organizations' responsibilities and capabilities are outlined in the COVEOP Basic Plan and ESF Annexes.

Support agencies and organizations provide personnel to the VERT as requested, to assist ESF operations and provide reports to ESF #5. All agencies, as appropriate, identify staff liaisons or points of contact

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(POCs) to provide technical and subject-matter expertise, data, advice, and staff support for operations that fall within the domain of each agency. Support capabilities of other organizations may be used as required and available.

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